

19 May 1970

NOTE FOR: Mr. Bannerman via Mr. Coffey

This study does not address itself to costs and how/where training given (per DD/S memo dtd 1 April 1970, DD/S 70-1317).

Colonel White's note of 2 March 1970 (on yellow buckslip) indicates this supplemental report will be an agenda item for a Deputies' meeting.

Note that original already in hands of Colonel White.

*WMS*  
*WEB*  
It also is limited to clandestine service which could result in Deputies discussion of CS deficiencies rather than of original and basic report (attached ref.).  
*JWC*

WEB  
Before this goes in to Mr B  
would you please ask Rod:

1) if [ ] participated in  
+ agreed the 15 May report  
+ if DDP can be expected to be  
aware of contents

2) what he (Rod) has been  
able to do to check out  
DP + elsewhere in OTR the  
DDI pitch to broaden our  
incentive program to include  
for example mathematicians  
+ computer programmers.

JWC

## ROUTING AND RECORD SHEET

SUBJECT: (Optional)

Supplement to the Annual Report on Agency Language Development

FROM: Chairman, Language Development Com.  
 819, 1000 Glebe

EXTENSION

NO.

DATE

15 May 1970

25X1

TO: (Officer designation, room number, and building)

DATE

RECEIVED

FORWARDED

OFFICER'S INITIALS

COMMENTS (Number each comment to show from whom to whom. Draw a line across column after each comment.)

1. DDS  
 7D18 Hqs

Original and two copies have been forwarded to the Executive Director.

2.

3.

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DD/S 70-204

15 May 1970

MEMORANDUM FOR: Director of Central Intelligence

SUBJECT : Supplement to the Annual Report on Agency  
Language Development

REFERENCE : Chairman, Language Development Committee  
Report to the Director, Subj "Language  
Development Program - Annual Report,"  
dtd 16 February 1970

1. Conclusions

a. In general, we feel that the language position requirements submitted by the Clandestine Service are too low.

b. In light of the data and the qualifications in paragraph III below, the language picture for the Clandestine Service is not bright. Language assets to meet current requirements appear inadequate. Neither are we well equipped to meet the needs of the post-1975 period because training in foreign languages and general upgrading of our language capability will not be able, at the current rate, to keep up with the rapid loss of assets we are likely to experience in the next five to ten years.

c. Forty-one percent of the Agency's usable spoken language assets in the 34 languages required are held by persons 45 years of age or older (Attachment B). Similarly, forty percent of the CS usable spoken language assets required are held by persons 45 years of age or older. This represents a significant number of personnel who will be eligible for retirement in the next five to ten years. We cannot count on the availability of many of these assets in the immediate future to staff our language required positions.

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GROUP 1  
Excluded from automatic  
downgrading and  
declassification

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d. We cannot proceed on the assumption that 1:1 is an acceptable ratio for matching assets to requirements. The 3:1 ratio proves to be more realistic.

e. As we get deeper into the study of matching assets to requirements we find that there is still a lack of refined data on which to base an in-depth study. We can expect the accuracy of the requirements to improve with more experience and, with an expanded data base, obtain a clearer idea of how language assets relate to language requirements and what efforts must be undertaken to reconcile differences.

## 2. Introduction

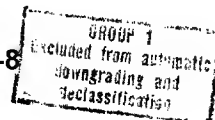
a. Not included in the Annual Report on Language Development was a detailed analysis of language requirements and language assets. This, we indicated, would be forthcoming when appropriate machine records became available. The following is an analysis of Agency language requirements and assets based on two major activities which the Language Development Committee undertook and completed during FY 70:

(1) A survey of language position requirements of the Agency.

(2) A program to establish a realistic inventory of Agency language assets.

b. The most critical area of Agency language needs at the moment is the spoken skill. Since over 90% of the Agency's speaking requirements were submitted by the Clandestine Service, only the needs and assets of that Directorate are considered here. Reports on the language status of the other three Directorates will be submitted at a later date. The DDS&T reports no language requirements at all, and we are reasonably confident that the DDI, which has almost exclusively reading requirements, and the DDS, have the language skills they presently need. A list of the Agency's overall tested spoken language assets, in those languages for which speaking requirements exist, is attached (Attachment A). Also included is a breakdown of spoken language competence according to age groupings (Attachment B).

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c. This supplement to the annual report examines the tested language competence of the Clandestine Service and compares this competence with the language position requirements of the CS. In addition, the language competence of the CS is analyzed to determine how well each component is staffed to meet its language needs and how many of that Directorate's assets are unusable because of the age of the individuals involved or for other reasons.

This study is limited to requirements for speaking skills only since this is of primary importance to the CS. It is further limited to usable spoken language assets (proficiency levels "2" through "5"), thus the "1" or Slight level skills are not considered in this study, although there are a small number of requirements at this level.

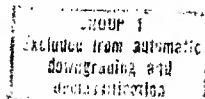
### 3. CS Requirements and Assets

a. The Clandestine Service has speaking requirements in 34 languages. From the data alone (Attachment C) it would appear that there are sufficient skills within the Directorate to meet requirements adequately in most cases, but that deficiencies exist in Bengali, Hindustani, Korean, Lao, Meo, Swahili, Thai, and Turkish.

b. There are several factors however, which will bear on the number of effective available assets, that must be considered in any closer analysis of the CS language capability.

(1) The data for this report includes only skills not individuals. A number of persons have two or more usable languages but, at any one time, can satisfy only one requirement.

(2) What may appear as adequate language competence for the CS as a whole (Attachment C), becomes less certain when considering the individual components of the CS which submitted speaking requirements. (Attachment D). Only the CA Staff appears to have a sufficient spread of skills to meet the stated requirements. Most of the CS components have adequate assets in certain of the languages of their concern, but they are deficient in others. Some CS components fall short in almost all of their languages. In many cases the number of skills is equal to or barely in excess of the stated number of requirements. This must qualify as a weakness if the 3 to 1 factor pertains.

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(3) The 3 to 1 factor: In matching assets to requirements there should be three assets for every one requirement: one asset in place in the language required position, one as a replacement, and one on standby in case of emergency. This 3:1 ratio has been used for years by NSA and others as a rule of thumb in their language training programs. This may not be entirely realistic or practical, but even at 2 to 1, the effective assets needed to meet requirements are much less than they appear on the surface for all CS components.

(4) Usability of the available language skills:

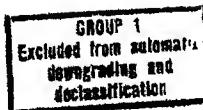
(a) Age -- It is assumed that many of those individuals age 50 and older will not be going overseas because of possible retirement. [redacted] of the usable language assets listed in Attachment C are held by persons 50 years of age or older. This amounts to over 17% of the available skills. Moreover, [redacted] or more than 22% of the usable language assets are held by persons in the 45-49 year-old age group who will be eligible for retirement in five to ten years. Thus a rather significant number of language assets are unusable in the field now or in the immediate future because of this age factor.

(b) Medical holds -- A number of personnel with usable language skills cannot serve overseas as CS officers because of medical holds. At present this number is undetermined.

(c) Grade -- Grade is another factor which may preclude using an existing language asset in a particular language required position. Obviously a grade GS-15 staff officer will not occupy a junior level case officer slot in the target country.

(d) Level of proficiency -- An individual with a "2" (Elementary) level of proficiency cannot be used to fill a position designated as a "3" (Intermediate) or "4" (High).

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(5) Agency of the proficiency test: An employee's proficiency test rating in a foreign language is considered valid for three years only, unless: (a) The employee is stationed in a country where the language is the primary language, (b) The employee uses the language regularly in his work, or (c) The employee has previously been tested and has demonstrated a native level of proficiency in the language. Excluding points (a) and (b) (information which is not available to us at this time), there are [ ] cases in the CS that need to be retested. This amounts to over 51% of the usable skills. This figure includes those personnel who are stationed in a country where the language is primary and/or those who use the language in their work. At this time we have no way of predicting the number of skills this accounts for. In any event the number of cases not tested in more than three years undoubtedly includes many whose skills have deteriorated, thereby further reducing the number of usable language assets needed to fill the language position requirements. This is especially a problem with the "2" and "3" level skills since the lower the level of the skill, the more readily it is lost.

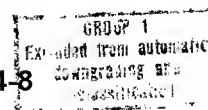
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(6) Accuracy of requirements:

(a) At the end of FY 69 all Agency components with foreign language needs were asked to submit position requirements in accordance with [ ]. Many of the CS speaking requirements appear on the low side. In addition, the requirements submitted are only for official language designated positions. We do not know the extent of the non-official cover requirements. If there are insufficient assets to meet the official TO requirements, we are that much farther behind when the non-official positions are considered.

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(b) A number of languages which have been identified as primary languages at particular overseas posts, either have surprisingly few requirements or do not appear at all in the requirements submitted by the CS. For example, Tamil has recently been identified as a priority language for incentive awards purposes but there are no position requirements listed

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for it. Other examples of what appears to be too few or no requirements include Swahili, Lingala, Amharic, Malagasy, Afrikaans, Cambodian, Tagalog, and Chinese Cantonese.

(c) There are conspicuous absences of requirements above the "3" level of proficiency ☐ at the "4" level and none at the "5" level). In addition there are a few requirements at the "1" level. The "1" level has been omitted from the study because it is not considered an "operationally usable" level of proficiency. However, the "1" level skills make up a significant number of the Agency's assets and represent a potential for further development of usable skills to meet requirements.

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(d) What has been said above regarding accuracy of requirements must be tempered by the fact that submission of the language position requirements is a first effort and most of the estimates will probably be reconsidered and appropriately revised.

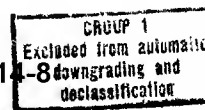
#### 4. Recommendations

a. Intensification of language training, intensified recruitment of individuals with the requisite skills, and/or more incentive awards are necessary to meet the needs of 1975 and beyond. Where possible, language maintenance should be mandatory.

b. Establish a system for keeping tested assets up to date. We must insure that all claims are tested and that all proficiencies below the native level are validated every three years. To this end consideration should be given to sending testing teams overseas.

c. Require that CS components have on hand or in training, enough personnel to ensure a three to one capability to meet requirements.

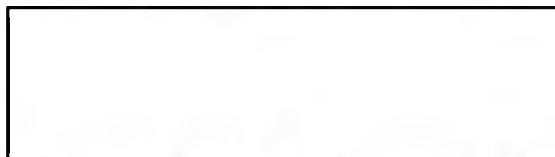
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d. Ensure that all of the factors listed in paragraph 3.b. be considered by components in projecting future language requirements. An expanded data base is essential to this exercise.

e. Expand the data base to include other factors such as attrition rates, sex, loss of language assets through retirement, etc. in order to continue an in-depth language by language study, relating requirements, assets and training.



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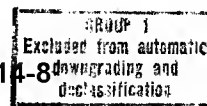
Chairman, Language Development Committee

Atts

Distribution:

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